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Second country cooperation framework for Lebanon* (2002-2006)

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* The collection and analysis of current data required to present the Executive Board with the most up-to-date information has delayed submission of the present document.

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Introduction

1. The second country cooperation framework (CCF) for Lebanon (2002-2006) has been synchronized with the programming periods of the United Nations Children's Fund (UNICEF) and UNFPA. It builds heavily on the common country assessment (CCA) and the United Nations Development Assistance Framework (UNDAF) processes, which have engaged the United Nations system and national counterparts in a development dialogue over the past two years. In fact, the priority focus areas of the second CCF are drawn from the UNDAF analysis and constitute a consolidation of the country office strategic results framework (SRF) and results-oriented annual report (ROAR).

I. Development situation from a sustainable human development perspective

2. Lebanon has struggled in the past decade with the consequences of a protracted civil war and instability that destroyed the country's infrastructure and economy, unhinging its institutions and society. The Taef agreement of 1989, an arrangement to accommodate a new balance of power, launched political reform and the re-establishment of central national authority over Lebanese territory, except the southernmost part of the country, which had been occupied by Israel between 1978 and 2000. It ushered in an era of emergency rehabilitation and accelerated economic activity that peaked in 1995. Reconstruction consisted largely of basic physical and public services infrastructure. Institutional reform and development remained a slow process throughout the 1990s.

3. At the turn of the millennium, the country remained in the grip of a political situation, regional and global, that negatively affected business confidence and places certain barriers in the path of sustainable economic growth and development. The sub-regional crisis escalated rapidly in 2001 and the full ramifications of the stalled Middle East peace process and of the 11 September aftermath remain unknown. Domestically, although South Lebanon was finally recovered from occupation in the spring of 2000, expectations for socio-economic integration are yet to be fully achieved and the full peace and security essential for rapid development, remain elusive.

Growth and recovery

4. At the end of the war in 1990, the development situation represented by the human development index (HDI) clearly showed the effects of the economic decline, which occurred in the decade following 1982. The robust economic recovery of the first half of the decade resulted in the recapturing of some ground. With an HDI of 0.758 in 1999, Lebanon ranked 65 out of 162 countries, according to the *Human Development Report 2001*; a level corresponding to the upper middle of the medium human development group. The gender development index (GDI) has roughly followed the trend of the HDI in the 1990s. The social dimension resisted the effects of war better than the economic performance. The situation in these respects was generally better than that of neighbouring countries and of Arab countries in general – even comparing favourably with countries at the top of the medium human development group.

5. The second half of the 1990s witnessed a steady deceleration of growth leading to stagnation and recession in 1999 and 2000, largely the consequence of continued excessive public deficits and escalating public debt. Total public debt stood at $29.12 billion at the end of March 2002, representing 151 per cent of the gross domestic product (GDP) (the planned target was 127 per cent). Domestic debt represented 70 per cent of net public debt at the end of 2000, down from 72 per cent at end 1999 and 75 per cent in 1998, with 75 per cent held by local banks and 25 per cent held privately.

6. To address the increased macroeconomic challenges, the Government adopted a five-year fiscal adjustment plan (1999-2003) in July 1999 to sustain macroeconomic stability and to re-establish investors' confidence; the bedrock of the country's recovery process has been monetary stability (achieved in 1993). In addition, the Council for Development and Reconstruction (CDR) elaborated a five-year development programme that provides for a vision for the overall development of the country, including infrastructure and services.

7. The economic crisis has nevertheless led to continued high levels of emigration, particularly of youth, over the last 10 years, and increased pressure on the living conditions of vulnerable and poor households. Of particular concern regarding the repercussions of the economic crisis are the poverty conditions in the already-depressed regions of the country, such as the northern Bekaa and the North. Unemployment, estimated as high as 12 to 14 per cent, remains a very considerable challenge for the Government.

8. The Government, realizing the fragility of economic and social conditions, received political support for a range of cost-cutting measures designed to slow the growth of the

budget deficit, and immediately engaged itself in implementing important reforms and adjustments towards creating a favorable environment for investment and growth. These included a wide range of cuts in the country's customs duties and the drafting of new privatization legislation. A national strategy for administrative reform has been initiated to assess public sector excesses and the competencies of civil servants. There have been some signs of a recovery in 2001 and the tourism sector has continued to perform well. According to the Economic Intelligence Unit (EIU), prices are reported to have fallen last year by 2.2 per cent.

9. Whereas this strategy represents an important positive step, a fundamental correction of economic imbalances will require a sustained implementation of public-sector reform and economic stimulation to achieve increased output, productivity and sustained rates of growth. The Government has yet to realize reductions on its two major expenditure items – debt service and public sector expenditures on wages and salaries. The strategic objectives of high economic growth should preserve and consolidate, not detract from, past social achievements that have served the country remarkably well. To strengthen the human resource base and expand opportunities for the full realization of national potential, it will be crucial to tackle the weak linkages between population and social and economic development, which are insufficiently integrated in the planning and implementation process. A case in point is the environment, where years of conflict have resulted in heavy water, soil and air pollution, deficient sewage networks and an overall degradation of natural resources through over-quarrying and over-congestion of urban centres.

Poverty and disparities

10. The population of Lebanon stood at 3.1 million in 1996 and is currently reaching a stage of demographic transition with declining mortality and fertility rates and increased aging. The last two decades witnessed an improvement in the health status of the population, with the crude death rate falling to 7 per 1 000 (1996), infant mortality rates reaching 28 per 1 000 live births (1996) and life expectancy at birth reaching 71 years (1996). Still, the cost of health care and health financing remain a problem. Similarly, education indicators are relatively favourable in Lebanon, with a high literacy rate among young age groups and relatively high net primary enrolment (83.8 per cent in 1996), and a closed gender gap in this respect. The proportion of the working population has been increasing, with the total labour force constituting 33 per cent of the total population (1996). However, the economic activity rate for youth has been declining, owing to increased school enrolment. Absolute poverty, defined in the Lebanese context as $1.3 per day, stood at 6.3 per cent in 1997 and the population below a suggested national poverty line of $2.2 per day accounted for 17.6 per cent of the total in 1997.

11. Whereas significant progress has been made to understand and measure poverty, the country still lacks a national poverty strategy and specific poverty reduction targets. This is a major drawback for poverty reduction policies and programmes focusing on under-served areas and social groups. There are large income disparities in the country between social groups and geographic regions, with a small percentage of households accounting for a sizeable part of income, fixed assets and capital. These disparities reflect in part the consequences of the war and uneven distribution of the benefits of the initial recovery.

12. Favourable health indicators at the national level conceal regional and social differences, with infant mortality rates reaching 48 per 1 000 live births in north Lebanon, for example. Similarly, education indicators are less favorable in areas outside Beirut. Furthermore, the inability to satisfy basic needs is substantially higher in rural areas. Deprivation, specifically in terms of education and health insurance, is twice as important in regions other than Beirut and Mount Lebanon.

13. The country's human rights record, with respect to ratification of international conventions, is admirable. A number of significant reservations, however, were put by the Government on two ratified human rights conventions, including the Convention for the Elimination of all forms of Discrimination Against Women. Some gender disparities in protection and rights still exist in labour laws.

14. Lebanon has a vibrant civil society sector with active non-governmental organizations (NGOs), professional associations, syndicates and other civil groups. The participation of NGOs in the development process, however, has been somewhat limited. Despite the strengths and positioning of a world-class private sector, its contributions to national development remain underutilized.

Results and lessons of past cooperation

A. Key results

15. The objectives of the first CCF responded to stated national development objectives, but the absence of a clear

long-term national development vision continued to make it difficult to assess the relevance and focus of the different programmes and projects. In terms of programme focus, and although the CCF was somewhat over-ambitious in scope given available financial and other resources, UNDP was able to achieve several of its objectives. The ongoing programme portfolio, as of September 2001, stands at approximately $49 million and includes 39 projects in the thematic areas of environmental management, balanced regional development and governance for social development.

16. Significant results were achieved in the area of public-sector modernization. A key example is the project supporting the fiscal reform programme of the Ministry of Finance; it has played a leading role in advising the Minister on key economic reform processes in the areas of privatization, a new customs law, the introduction of value added tax (VAT) and vital loan assistance. Path-breaking innovations include automation of both the customs administration and the Cadastre/Land Registry Department. Similarly, in terms of institutional legislation and policy support, concrete outcomes were secured through, for example, a focused capacity-building programme for the Ministry of Environment. This resulted in the establishment, inter alia, of a national code of environment; a national strategy and action plan for biodiversity conservation; and a national framework law for protected areas.

17. At the policy guidance level, UNDP established itself as a key development player through the dialogue it fostered with the substantive participation of all segments of society – particularly bringing in the media and NGO representatives alongside parliamentarians, government officials and independent analysts. This dialogue was nurtured by substantive products, such as the UNDP Mapping of Living Conditions project which, in the absence of national poverty data, provided a crucial analytical framework and map of poverty characteristics. The findings were mainstreamed and remain a leading reference for the Government, academia, civil society and the donor community. Similarly, a series of expert roundtables on the themes of the global and national human development reports established te organization's edge in advocacy of critical socio-economic issues and their application to the Lebanese context.

18. The application of a pragmatic, demand-oriented bottom-up approach provided an important complement to the efforts of the central Government and donors in support of the balanced regional development programmes. This was particularly notable in the mainstreaming of the emphasis on reconciliation and peace-building in the programmes of support to the displaced in Mount Lebanon and the rehabilitation of formerly occupied southern Lebanon. This theme was successfully integrated through capacity-building initiatives targeting municipalities and cooperatives, as well as youth components facilitating relationships across communities and encouraging peace-building through community-based social reconciliation. Positive relationships were established among communities with different perceptions and identities through interaction around tangible and pragmatic activities of interest to all parties.

19. In terms of partnerships, the Government remained the core partner of the CCF but closer collaboration with civil society organizations (CSOs), in particular, enabled a more strategic support for more sustainable development action. Area development programmes also facilitated enhanced partnerships with civil society; in general, there has been a good experience with teamwork and effective stakeholder participation achieved through dynamic consultative processes. A key facilitation role of the CSO-Government relationship emerged more strongly as a hallmark of the organization's value-added with both. Concrete examples include joint sessions organized by UNDP in parliament on development disparities and marginalized areas.

20. Aid coordination proved a very strong and pivotal entry point for dialogue with donors and the high-visibility of UNDP leadership in south Lebanon international donor meeting of July 2000 was, effectively, a culmination of the relationship of trust with all parties. In addition to similarly high-profile events around sectoral issues, UNDP project implementation units inside line ministries have become central to those ministries' aid management processes.

21. National execution has been the preferred and dominant modality, with the country office retaining an important support role and function. Given the prevailing conditions, this arrangement has been largely satisfactory. The performance of resource mobilization has been quite remarkable (a ratio of 1:7 non-core resource mobilization) although almost two-thirds of resources were generated and contributed by the Government. A dynamic and innovative partnership with the European Union has enabled a particularly successful pipeline of projects to attract substantial additional resources and the growth of the environment portfolio – a testament to the leveraging capacity of UNDP seed resources in competition for European Union and other global thematic funding. This has constituted an important counterweight to the resource shortfalls in some individual projects, occasionally

compromising the achievement of objectives and high expectations of counterparts and potential beneficiaries.

B. Lessons learned

22. One of the most important emerging challenges for the CCF is to strengthen partnerships by making them more strategic. The success of the partnership with the Government was somewhat undermined by the scope and range of activities required against over-stretched existing capacity on the side of national counterpart units and departments. One conclusion is that the management of technical cooperation should be institutionalized with the development of regular policy dialogue and the continued emphasis on the articulation and demonstration of the organization's added-value in the socio-economic development process. To overcome the often-inadequate preparatory training and the requisite civil society skills, the partnership with CSOs should be enhanced through institutionalized support to internal governance of NGOs and overall capacity building.

23. The development of partnerships with donors has been challenging as many retained their own agenda and/or were kept in check by procedural constraints. This was further complicated in the past programming period by the reality of dwindling assistance to middle-income countries and the emergence of a stronger political conditionality from several key donors. UNDP success, therefore, in aid coordination at the regional and sectoral levels will clearly need to be consolidated for national impact. Similarly, successful ad hoc private sector partnerships suggest an opportunity for more systemic outreach to private sector institutions. Within the partnerships thrust, a resource mobilization strategy should be formulated to explore possibilities for multi-year programme funding for increased stability and the introduction of innovative approaches customized for different donor categories. The diversification of the current funding base, particularly given the national economic predicament, emerges as a top priority.

24. Further importance is to be given to promote bottom-up approaches enlisting and strengthening the potential of the different components of civil society. Reconciliation and peace-building will remain a cross-cutting dimension of the CCF, with democratic dialogue and participation in decision-making pursued especially within the context of local governance initiatives. The new programme will make more use of the replication potential of successful activities and initiatives, e.g., additional technology centres and transferring the local development committee rural development experience from Baalbeck-Hermel to Akkar.

25. UNDP experience underscores the need for greater attention to the sustainability of project results. This calls for approaches that institutionalize UNDP-supported structures and processes, intensify human resources development of the mainstream national administration, and internalize project activities rather than conduct them in parallel. Capacity development for sustainability has, in fact, been underestimated and actions for the full integration of projects and programmes into public administration should be strengthened. This may partly be achieved through enhanced decentralization. Sustainability was sometimes hampered by the lack of a clear, well-designed exit strategy in certain projects, an issue to be vigilantly addressed in the second programming period.

26. Numerous advocacy and outreach initiatives in various programmes and projects were successful in communicating objectives and creating a public profile for the initiatives. However, these remained ad hoc in nature and thus strengthening information and communication activities as core elements must be targeted and incorporated in the work planning processes. Given the positive impact of advocacy and outreach efforts to date, these must be rationalized and rendered more strategic for optimal impact. An overall country office communication and information strategy is clearly required for the CCF and all project and programme information and communication activities should follow a unified approach. Additional outreach tools should be developed, including an annual report that will be used for both advocacy and resource mobilization.

27. In terms of monitoring and evaluation, rigorous follow-up on decisions of tripartite reviews and the conclusions of evaluations will be more closely observed. This should be especially valuable given the findings of the major tripartite reviews and external evaluations conducted more strategically in the last two years of the first CCF, with very significant implications for the next generation of projects. Monitoring in terms of the establishment of baselines, setting of targets and benchmarks, and regular and timely reporting requirements needs to be strengthened. Programme/project design has to find a balance between providing direction and guidance and allowing for flexibility, with demand-driven participatory entry points tailored to the needs of the community. Project and programme objectives and scope have been overly ambitious given the procedural time lags and low absorption capacity.

28. In reflection of both UNDP direct experience and the conclusions of the UNDAF exercise, UNDP, in close cooperation with CDR, will dedicate resources to

supporting a national dialogue on a development vision for the country, providing advisory and technical support for an overall development framework beyond sectoral planning mechanisms. The collaboration with the inter-agency system will be a valuable source of complementarity.

United Nations Development Assistance Framework

29. The UNDAF, developed as a framework for United Nations assistance to the development programmes of the Government of Lebanon, is grounded in the findings of the CCA, first undertaken in 1998 and updated and revised in 2000. The UNDAF fully reflects the key development priorities of Lebanon and the second CCF is very much guided by its analysis.

30. Since the end of the war, Lebanon has relied on indicative public investment programmes. The challenge is to develop a vision, build capacities and enhance governance systems that meet the requirements for the country to meet the challenges of the third millennium. The Government has recognized the reduction of disparities as an important issue in the national development context and been a full partner in the elaboration of the UNDAF (2002-2006) objectives. These have been identified as two overall goals:

(a) *Goal 1: enhanced national decision-making capacity for human development.* This will involve bringing about modern institutions that can effectively support private sector development and rally the energy and initiative of civil society around a strategic vision for national development. It implies reshaping and strengthening institutional structures and systems; and developing targeted profiles of skilled human resources and decision-making tools for more effective resource management.

(b) *Goal 2: rights-based approach to development promoted and implemented.* The overall goal is to promote equity, with a focus on poverty, productive employment, the environment, health and education, and to reduce disparities between regions and groups. Therefore, a national plan focusing on the reduction of disparities among regions and the adoption of a national strategy for poverty eradication comes at the top of the political agenda for development. Important consideration will be given to the strategy of resource allocation, particularly the implementation of the 20/20 Initiative and the decentralization of resource management.

III. Objectives, programme areas and expected results

31. Given the context elaborated so far, the second CCF in Lebanon will seek to maximize developmental impact through a new generation of projects in line with identified pressing national socio-economic priorities; the guidance provided by the UNDAF analysis for specialized, concerted United Nations action; the conclusions from past UNDP experience regarding successes, highest leverage returns and optimal value-added; and UNDP new corporate directions, addressing both downstream operational, pilot interventions, as well as the upstream macro policy environment. The programme will therefore be consolidated, under the overall objective of poverty eradication, in the following two main pillars.

A. Institution-building support to policy- and decision-making

32. The principle aim of UNDP under this objective is to advance the advisory governance programme to enhance further capacities for strategic planning and decision-making. This will be supported by the development and implementation of a programme aimed at strengthening the rule of law through legislative empowerment and increased accountability and transparency. The advocacy and promotion of national dialogue for a comprehensive governance vision and elements to guide the reform agenda in the new century will be mainstreamed, as the definition of the role of the state and its relationship with other sectors is addressed.

33. *Enhanced national strategic planning* will be targeted by realigning UNDP institution-building projects to focus more closely on: promoting reliable decision-making tools; securing institutionalized skills and a competent human resource base; implementing institutional reform; increased competitiveness; the use of information and communication technology (ICT) as a tool for enhancing national planning capacity; and an expanded partnership mix. The key entry points will be the ongoing programmes/projects providing policy advice and capacity-building support in the Ministries of Finance, Economy and Trade, Administrative Reform, Social Affairs and Environment. Newly initiated support projects in the Ministries of Energy and Water and Public Works will be strengthened while additional projects will be targeted to support UNDP critical counterpart institutions on the planning and representational fronts – the Council for Development and Reconstruction and the Ministry of Foreign Affairs, respectively. Expected results include greater access to data and information for policy-

making; modernization of structures, skills, procedures and services; and a sectorally integrated planning process at the national level.

34. *Support to the developmental enabling environment* will be a new programming area targeting direct governance interventions at three crucial levels:

(a) A pivotal component of the programme is the mainstreaming of legislative reform and broad-based participation through the consolidation of an existing UNDP project of support to parliament. Results targeted include: strengthened parliamentary structures and processes, including the research capacity of parliament; enhanced information dissemination mechanisms covering parliamentary activities; the adoption of a code of ethics, with responsiveness to public demand for the modernization of laws; mechanisms for the systematic review of laws in line with the principles of gender sensitivity; commitment to the role of women in parliament; and a parliament–civil society dialogue and interaction around key national development priorities.

(b) Another set of initiatives will target capacity-building support for the implementation of the rule of law in the judicial and penal systems. A proposed national framework for strengthening of judicial integrity will address the formulation of an administrative reform and capacity-building programme, including development of legal aid and recourse mechanisms, human rights and other training, and the automation of case management processes. Institutional reform efforts in this area include support to an emerging debate around the establishment of a national ombudsman structure.

(c) The importance of civil society in the Lebanese context derives from its role in improving equity and increasing public awareness of human, social and economic rights issues. As a consolidation of its close project–related association with NGOs, UNDP will initiate a partnership to establish a resource and training centre to enhance the capacities of CSOs to play their role in national development processes beyond service delivery. UNDP will target the objectives of fostering CSO–government-think tank dialogue and concrete collaboration opportunities; promoting coordination among CSOs themselves; raising awareness and increased networking among existing actors to catalyze wider engagement in good governance; tand ransferring best practice from around the world to provide lessons and guidance needed in this context.

B. Empowerment at the local level

35. The principle aim of UNDP under this objective is the promotion of equity, with a special focus on poverty and access to employment, and the reduction of disparities between regions and groups. The following constitute the main entry points:

36. *Promotion of integrated regional development as a means of poverty alleviation* by consolidating projects dealing with socially and economically marginalized areas under two main programmes serving the poorest regions of Baalbeck-Hermel and Akkar. In its evolution from a crop-substitution to a rural- and community-development project, the second phase of the Baalbeck-Hermel programme introduced participatory local planning and solicited the interest of donors around grassroots support mechanisms. The Government intends to initiate a participatory process of consultations with various donors and stakeholders based on a comprehensive framework of work for the development of this area of the country. UNDP has been asked to assist in this respect. The project in Akkar will also target local capacity-building to complement the government-sponsored community development programme in the region funded by World Bank.

37. *Support to post-conflict reconstruction and development* consolidates UNDP intervention in two regions of the country: the area of internal displacement in Mount Lebanon and liberated southern Lebanon. The theme of peace consolidation will continue to guide UNDP activities in these two programmes, with special emphasis on youth, in addition to community-based rehabilitation and rebuilding institutional capacity at the local level. UNDP will support the Government in fulfilling the country's development needs and priorities as a means for strengthening social solidarity. In addition to supporting small-scale income generation activities, replicable ICT initiatives, seen within the context of a comprehensive strategy for ICT as a development tool, will be harnessed to consolidate educational, vocational and outreach opportunities within and across communities. As a culmination of UNDP advisory support in this area, principally targeting the challenge of de-mining the former occupied zone of southern Lebanon, a project for national capacity-building in mine action is envisaged.

38. *Strengthening of municipalities and local governance structures*, with the main objective of assisting the Government in reinforcing the capacities of municipalities and considering options for stronger local government, rendering development efforts in the peripheral areas more efficient, responsive and participatory in the long term.

UNDP will assist the Government in providing capacity-building to municipal councils and will explore the possibility of supporting the national authorities in revising its current decentralization and municipal management policies.

39. A core strategic objective of this CCF will be to cement the linkages between the two pillars of policy dimension and applied reduction of disparities at the community level.

C. Cross-cutting themes

Advocacy and the promotion of a national development dialogue

40. Advocacy and the promotion of a national development dialogue will remain a core objective to support the articulation of national priorities in a clear strategy with dedicated development commitments. UNDP, within the context of an inter-agency approach, will support initiatives for the elaboration of a governance vision as a framework for long-term action. Key results anticipated include the formulation and monitoring of a governance roadmap; increased partnerships and participation around national processes related to multilateral agreements and expansion of ICT as a tool for good governance and pro-poor development. The principle vehicle for these efforts will be the national human development report (NHDR) process, managed jointly with the organization's planning counterpart – CDR. The NHDR, which was recognized globally in 1998 and 1999, will continue to catalyze policy dialogue, pre-empting national debate and forging development alliances.

Gender

41. Gender will remain a cross-cutting theme within the programming objectives, ensuring women's access to the benefits of development and strengthening their access to decision-making both at the local and national levels. In the second CCF, UNDP will continue to lead the inter-agency Gender Task Force and target specific initiatives that can demonstrate some policy-making impact as well as visibility, for example, using girls' education and women and political participation as entry points. At the community level, small-scale productive activities targeting women within poor households will remain a hallmark of integrated development. A regional collaboration with the Economic and Social Commission for Western Asia (ESCWA) produced a gender data set that remains a key reference for mainstreaming; this will be complemented, as part of the monitoring and advocacy effort, by a proposed gender module in the forthcoming multi-purpose survey.

Youth

42. Youth constitute one-fifth of the population despite high emigration that has recently been especially sharp again. Youth face several problems, especially in terms of reconciliation and lack of employment. In light of the analysis in the 1998 NHDR on youth and development, several opportunities have been pursued to cement the socio-economic and political integration of youth into the national debate and development analysis. These will remain a feature of the programme as it expands to target financial and technical assistance to harness ICT possibilities, for example, technology access centres and the creation of small- and medium-sized enterprises (SMEs) to support the entrepreneurship of youth.

Environmental and natural resource management

43. Environmental and natural resource management will remain a key element of the policy advisory interventions and an increasingly integrated component of the area development approach. The major challenge will be to mainstream environmentally sound strategies at the national level, beyond sectoral interventions. The growing interest of the Government and CSOs in environmental issues is encouraging and is backed up by an increased investment for the protection and management of the country's natural resources.

IV. Management arrangements

Programme management

44. *Programme support.* Although it is envisaged that UNDP projects and programmes will continue to rely on the "support to national execution" modality in this programming period, the achievement of full national execution remains the target. Priority attention, therefore, therefore be given to strengthening the capacity of the Government to manage projects and programmes effectively and to raise the level of its policy efficacy. Where applicable, UNDP will continue to employ the direct execution modality, especially in rehabilitation and reconstruction issues. UNDP will continue to provide value added in the form of short-term technical expertise, the transfer of best practice and resource mobilization techniques, and targeting improved programming coordination, including monitoring and evaluation. The country office will also continue to promote the full use of national professionals in its projects and programmes, as well as using expatriate knowledge through the transfer of knowledge through expatriate national. United Nations

specialized agencies will be used for programme implementation as needed. UNDP will strengthen its partnership with CSOs and the private sector through the implementation and execution of projects and programmes while facilitating direct cross-fertilization of skills and experience between them. In addition to its role as the executing agency for several of UNDP projects and programmes, notably those dealing with the reduction of disparities, CDR will continue to be the national focal point for the overall coordination and implementation of the CCF.

45. *Partnerships*. A partnership strategy will guide outreach initiatives within the context of a more targeted interaction with development counterparts. UNDP will maintain its strong relationship with bilateral donors, extending it to new partners such as the United States Agency for International Development (USAID) while strengthening its substantive dialogue with the multilateral organizations, including regional institutions and funds, European Union and the World Bank. Collaboration with the European Union on the funding of environment initiatives will be strengthened and expanded to areas of mutual interest, such as governance reform. Practical policy exchange with the World Bank on poverty reduction and public reform programmes will be promoted to extend to joint planning exercises. In parallel, collaborative partnerships with policy institutes and think tanks will remain a hallmark of the advisory effort, particularly taking advantage of joint regional initiatives such the Development Debates and the Mediterranean Development Forum sponsored by the World Bank. The United Nations Volunteers (UNV) programme will be further mainstreamed into UNDP programming through the pursuit of volunteerism, business-community outreach and governance-related linkages.

46. *Aid coordination and resource mobilization*. Substantive coordination between key donors in the country needs to be strengthened. UNDP will continue to provide support through the resident coordinator system in convening monthly general and thematic donor coordination meetings with appropriate government representation. UNDP has also initiated dialogue on the mechanisms of working with the Government through its principal aid coordination arm, the Council for Development and Reconstruction, to elaborate a strategy for the coordination and management of overall development resources. In addition to increasing the efficiency of current resource flows, a key immediate challenge is resource mobilization, given the middle-income status of Lebanon and the growing political conditionality of donor aid. Almost two-thirds of non-core programme resources are provided by government cost-sharing and there is a strong need to diversify this funding base. A private-sector partnership strategy is under formulation for systematic support to the implementation of projects and programmes, especially in the sectors of ICT for development and the environment.

Monitoring, review and reporting

47. The strategic results framework for Lebanon will be revised to reflect the focus of the second CCF and will thus be used as the basis for monitoring and evaluation of the implementation progress of the country programme. The country office will continue to comply with mandatory evaluations and will report on the progress of its evaluation plan. The country office will promote benchmark reporting at the level of projects and programmes and will use evaluation findings and annual tripartite review meetings as a tool to reorient projects and programmes, with the aim of maintaining agility of response to emerging needs.

United Nations system collaboration and joint programming initiatives

48. UNDP will continue its substantial operational and substantive support to the resident coordinator system and promote joint initiatives with other United Nations organizations, especially in area-development schemes and in the promotion of statistics. Key among the former will be the proposal for a joint United Nations programme for the development of North Bekaa, for which a joint United Nations system document has been prepared. Building on a very successful inter-agency collaboration for the socio-economic rehabilitation of southern Lebanon, an integrated approach to post-conflict de-mining is also being pursued. The country office will continue to promote the full use of national and international volunteers, through the UNV programme, in its projects and programmes.

Annex

Resource mobilization target table for Lebanon (2002-2006)

Source	Amount (In thousands of United States dollars)	Comments
UNDP regular resources		
Estimated carry-over	511	Indicate carry-over of TRAC 1, TRAC 2 and the earlier AOS allocations.
TRAC 1.1.1	697	Assigned immediately to country.
TRAC 1.1.2	0 to 66.7 per cent of TRAC 1.1.1	This range of percentages is presented for initial planning purposes only. The actual assignment will depend on the availability of high-quality programmes. Any increase in the range of percentages would also be subject to availability of resources.
TRAC 1.1.3	50	
SPPD/STS	289	
Subtotal	**1 547**[a]	
UNDP other resources		
Government cost-sharing	35 126	
Third-party cost-sharing	7 826	
Funds, trust funds and other	4 300	
	of which:	
GEF	1 700	
Montreal Protocol	2 600	
Subtotal	**47 252**	
Grand total	**48 799**[a]	

[a] Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.
Abbreviations: AOS = administrative and operational services; GEF = Global Environment Facility; SPPD = support for policy and programme development; STS = support for technical services; TRAC = target for resource assignment from the core.